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By - Aker, George F.

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A nation-wide program in adult basic education requires an organizational structure which will provide a practical and theoretical, centralized and decentralized outlook. This system should include a national commission, state-wide committees, and community councils which would facilitate communication. Leaders must be selected and prepared and educational programs developed and executed. These leaders can be recruited from the reserve of potential leaders available in communities. Training can be provided by professors of adult education, other university faculty, research and evaluation specialists, and teachers and aides. Systematic preservice and inservice training could be given to teachers at all levels; and methods such as weekend and evening community seminars, residential conferences, and internships, be utilized. However, in the process of developing these programs, we must be aware of the pitfalls which have appeared in this new field. (A list of 164 selected references is included). (nl)

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"STATEGIES OF LEADERSHIP FOR ADULT BASIC EDUCATION"

George F. Aker
Professor and Head, Department of
Adult Education
The Florida State University

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STRATEGIES OF LEADERSHIP FOR ADULT BASIC EDUCATION

> Any teacher (who is good) can teach
> any student (who wants to learn) how
> to read, no matter what method is used.
> Mary Wallace, 1965.

MAGNITUDE OF THE PROBLEM

Eight, ten, fifteen, twenty-five million of us who are 25 years of age or older are functionally illiterate! (21) (108) (113) (129). It is easy to identify or develop statistics to dramatize the problem of illiteracy and undereducation in the United States, and our methods of reporting such statistics can be frightening indeed. Yet it is alarming when one considers that our most conservative studies place the number of adult illiterates at something near the 10 million figure. (127).

Most of our knowledge pertaining to the scope of illiteracy has been derived from census data. We must remember in using these data that many illiterates (probably millions) have successfully hidden the fact of their illiteracy and that they are apt to be equally anxious to avoid personal contact with an adult basic education program--an obvious exposure. (162). I shall not attempt, in this paper, to define illiteracy or functional illiteracy, because I do not want to get lost in the argument that functional illiteracy can be defined on the basis of some grade level of schooling completed and that this mystic grade level continues to rise as we move deeper into the techno-scientific era. (93). However, I do want to make the point that our problem of adult undereducation,

functional illiteracy and even total illiteracy is of tremendous magnitude and is very complex. It is a BIG problem for which no simple and immediate solution is available.

My central thesis is that if the problem is to be solved; if 10, 15, 20 or more million Americans are to be afforded an opportunity to become effective citizens with the capabilities needed to pursue their hopes, their dreams and their aspirations; if we are to avoid the movement toward becoming an all out "Welfare State"; if we are to maintain and refine the basis for human values provided by our cultural, evolutional, and religious heritage; and if we are to satisfy our seemingly (hopefully) unquenchable thirst for freedom, dignity and self-respect, then we must give high priority to the resolution of this American paradox until the problem has essentially been solved. We cannot afford to wait for more effective theories, for needed research and for better educational technology. Admittedly, our knowledge about the nature of the learning process and our understanding of the socio-psycho determinants of cognitive development and value change is in a rudimentary stage of development. (6) (8) (9). To wait for new developments in teacher training, student recruitment, and educational programming will help guarantee that 10,000,000 new functional illiterates will be added to our existing supply with each passing decade--assuming no change in the present rate of population growth. (93) (119).

The fact that 55 million American adults have not completed high school, that more than half of these have completed less than a grade school level education, that four-fifths of our "permanently unemployed" are functionally illiterate, and that only one out of five American adults

was engaged in any form of systematic educational activity in 1961 is a signal that we have not a minute to lose in beginning what may become the greatest battle of humankind. (31). The writer believes that the interaction between program and practice on the one hand, and research and development on the other, will generate the knowledge, the instrumentalities, the socio-ideology and the technology needed to raise nearly all people into the realm of the "learning society." (114).

Having sketched the magnitude of the task before adult basic education, let us apply some simple arithmetic to view the problem in another dimension. If we take the figure of 15,000,000 (a nice average) as representing the number of persons that are to become functionally literate and attain a cognitive affective level wherein learning itself becomes a self-perpetuating activity; and if we embark upon a plan for substantially reducing or eliminating the problem by the year 1975, we can achieve our goal by helping an average of 2,500,000 functional illiterates raise themselves to the level of functional literacy each year for 10 years. This play on numbers assumes that each loss of a functional illiterate through death or immigration, etc., will be replaced by a newcomer to our adult illiterate society, and that this in-put exchange is over and above an anticipated addition of one-million new adult illiterates to our society each year.

Going on with our numerical game, if the equivalent of one good adult teacher could effectively raise an "average" class of 25 functional illiterates to the minimum level of literacy (whatever that is) in 10 weeks, he could eliminate approximately 125 illiterates each year. (The

same figure results if we assume, unrealistically perhaps, that a full-time teacher can move one "average" illiterate to literacy in two days.) Either way, our goal of helping 2.5 million functionally illiterate persons to become literate each year would require the equivalent of 20,000 skillful adult teachers. If our goal is raised to help the great majority of our adults attain a high school level of education within the next ten years, we will need more than twice as much manpower.

Needless to say the foregoing discussion, while it may be interesting, is of little value from an operational point of view since we can expect certain factors in relation to improvements in pre-adult education as well as in adult education technology to change dramatically during the coming decade. These will be positive forces in our campaign against undereducation; continued population growth might well represent a negative force in this regard--especially when we view the problem on a world-wide basis.

MAJAR CONCERNS IN PROGRAM DEVELOPMENT

The following discussion will focus on what might be called "first problems" which need to be resolved in launching a nation-wide program in adult basic education. First there is the general question of developing an organizational structure which will provide for both centralization and decentralization in such a way as to:

(1) bring about the most efficient and effective possible use of existing and potential resources at the local, state, regional, and national levels.

(2) provide for rapid dissemination and exchange of knowledge that is pertinent to the development and improvement of adult basic education programs;

(3) encourage experimentation and innovation and the widespread application of sound and tested practices;

(4) make possible a variety of evaluations and comparative studies that will help eliminate ineffective practices, identify effective ones, uncover important research needs, and provide measures of progress and accomplishment;

(5) provide a means for program identification and status on the part of professional and lay personnel, the general public, and the specific publics served (clientele) that will be commensurate with the importance of the goals of adult basic education;

(6) overcome the disadvantages frequently inherent in a "crash program" which are manifested by poor coordination, inefficient operations, internal conflicts, external skepticism and criticism and related proofs of the "haste makes waste" adage.

Organization to achieve the foregoing six objects must be based upon viewing adult basic education as both a field of practice and a field of study. (30).

As a field of practice, we are concerned with the identification and training of needed leadership resources, with identifying, recruiting and motivating learners, with testing, guidance and counseling, with materials, equipment and facilities, and with numerous other things related to providing situations where effective teaching and learning can take place. (39) (48). To practice adult basic education we need competent program administrators, skillful recruiters, leadership development specialists (teacher trainers), adult counselors, and last but not least, we need thousands of good teachers or instructional leaders.

As a field of study we need to discover: better ways to develop and administer programs of adult basic education; improved techniques to use in identifying learners and in building their desire to participate and to learn; improved adult education methodologies; more adequate

materials; and new and better ways to prepare teachers and counselors and the necessary administrative and supervisory personnel for work in adult education. (13) (41).

The following discussion will examine in greater detail two areas, each of which is of central importance in the attempt to develop an organizational model or leadership strategy designed to provide policy, direction, coordination and avenues of implementation for adult basic education:

(1) the selection and preparation of leadership; and

(2) the development and execution of educational programs.

The Selection and Preparation of Leaders:

Cyril O. Houle's conceptualization of the pyramid of leadership for adult education illustrates how a relatively large number of programs can be organized to serve millions of adults with a relatively small number of full-time professional persons serving in the higher levels of administrative and program development responsibility. (30). The model provided by the Cooperative Extension Service based upon broad policy and goals at the national level, more clearly defined problems and educational needs at the state level and specific action programs developed with local leadership at the community level beautifully illustrates the "pyramid effect" when viewed within the framework of a single agency. (112). In this example fewer than 15,000 professionals are able to effectively serve millions of adults annually in the development and execution of a wide range of educational programs. The key point for this efficiency in operation is that professional staff members devote the major portion of

their time to the training of volunteer leaders who in turn expand the initial efforts many times over.

The underlying assumption in regard to leadership development is that the greatest impact can be made through the employment of thousands of local leaders who can be adequately trained in a relatively brief period of time for work in adult basic education programs. The term local leader as used here refers to the vast potential resource of professional and non-professional adults who can be identified as having a desire to participate (either full-time or part-time) in carrying on adult basic education programs within their respective communities. The specific tasks to be performed by local leaders include: recruitment, promotion, testing, counseling, and teaching, or the performance of certain activities under the direction of "professional" adult educators which contribute to the achievement of such tasks.

Recognizing that leader selection and training at every operational level is a critical factor in relation to the success (or failure) of a nation-wide program for adult basic education, the writer suggests that selection and training procedures be given top priority in terms of available time, personnel and finances. (141). To provide a basis for further examination of leadership development, an attempt will be made to clarify the role of leadership in adult basic education, look briefly at the different kinds of leaders required, identify some sources from which such leaders might be drawn, and examine several approaches to training which might be useful in preparing more leaders, better and faster than we have accomplished here-to-fore. (3) (4) (7) (11) (29) (34) (51) (52) (55) (70) (88) (112) (120) (130) (151).

The Role of Leadership in Adult Basic Education

The effectiveness and quality of adult basic education will be determined by how successful we are in involving a majority of those persons who can profit from such a program, helping them attain the goals and objectives of adult basic education (which start with, but go far beyond a beginning in the world of reading), and bringing about the ultimate behavioral changes among learners in terms of their skills, understandings, sensitivities, appreciations, self-concepts, etc., etc.

Studies of adults participating in higher levels of education suggest that continued participation and commitment to life-long learning may be related to the quality of programs experienced in the past. If the ultimate success of adult basic education can be specified in terms of how effective we are in motivating adults to continue their learning, the importance of quality programs, skillful teachers, and a favorable public image cannot be overstressed. (111) (121) (144).

In the final analysis, the success of the program will rest in the hands of those leaders who will be in a face-to-face relationship with potential and actual adult learners. These leaders will be responsible for the first contacts with the learners, for establishing a favorable and effective rapport with them and for planning and carrying out the educational program at the community level. (13). The teachers and other leaders of adult basic education will need special knowledge and skill for their new roles in adult counseling, teaching and human relations--areas of competence which may not have been developed in their previous experience. (88).

This "first" level of leadership should be provided with every opportunity for systematic pre-service and in-service training to enhance or improve the knowledge, skills, and competencies upon which their work depends. (71) (80) (92). These leaders (teachers, auxiliary teachers, recruiters, counselors, program organizers and promoters) need to be back-stopped by the best professional talent that we can muster for the area of adult basic education. (142) (160). These "back-stoppers," representing community and state level adult educators, similarly need to be provided a variety of opportunities for professional improvement to more effectively carry on their functions of in-service training, pre-service orientation, program planning and coordination, materials selection and development, evaluation, supervision, and administration.

It is obvious that a systematic and effective training program for adult basic education should be implemented at all levels of the "pyramid" and that mechanisms will be needed to effectively interrelate the outcomes of national, regional, state and community training programs. The creation of a National Commission of adult teachers, administrators, researchers, and other specialists would help provide the overall direction and coordination necessary to implement a nation-wide interagency leadership training program for adult basic education.

Kinds and Sources of Leaders

In the foregoing section it was pointed out that the challenge, opportunity, and responsibility afforded by an all-out attack on under education will require the mobilization and preparation of leaders at a

variety of levels. The following listing identifies more specifically the kinds of personnel which will be needed to implement the program of adult basic education from the preparation of leaders to follow-up contacts with clients who have participated in the program. No attempt is made to list these leaders in terms of importance or level of responsibility. Some individuals will operate on more than one level and personnel in certain positions, such as Program Director, will be needed at all levels of operation.

Title or Position	Level of Operation	Agency	Function
Professors of Adult Education	National,Regional, State, Local	Universities	Leadership training, research, professional writing.
Other college & university faculty	National,Regional, State, Local	Colleges and universities	Training and Research
Adult Education Researchers	National,Regional, State, Local	Universities, professional ass'ns, Governmental agencies, private agencies.	Research
Other Behavioral Scientists	National,Regional, State, Local	Universities,professional ass'ns, Govt.agencies, private agencies	Research
Research Information Specialists	National, State	Govt. and private agencies, universities, professional ass'ns	Translation and Synthesis of research findings into usable forms.
Evaluation Specialists and program analysts	National,Regional, State, Local	Agencies directly involved with prog. develop. & execution & leadership training.	Evaluation and program planning.

Title or Position	Level of Operation	Agency	Function
Training Directors	National,Regional, State, Local	Agencies directly involved in prog. development and execution	Leadership training
Program Directors Supervisors and Coordinators	National,Regional, State, Local	Agencies directly involved in prog. development and execution	Organization, administration & coordination
Counselors	Local	Agencies directly involved in prog. development and execution	Guidance,counseling, testing, placement, and evaluation
Recruiting Specialists	Local	Agencies directly involved in prog. development and execution	Promotion, recruitment, counseling, community survey
Information Specialists	National, State Local	Agencies directly involved in or concerned with basic educ.including the mass media	Public information promotion, clearinghouse information, coordination
Material Specialists	National, State Local	Governmental and private agencies (including colleges and publishing firms)	Development of materials, research, evaluation
Teachers and Instructors (can be broken down by: teacher trainers, supervisors, recruiters, etc.)	Local	Agencies directly involved in carrying on ABE programs	Teaching, counseling, evaluation, materials preparation, prog. planning
Auxiliary teachers or teaching assistants, Recruiting Aids, etc.	Local	Agencies directly involved in program development and operation	Assisting professional and lay leaders in promotion, recruitment, instruction, etc.
Consultants	All levels	All agencies	Planning and Advisory

Upon examining the foregoing list of leaders, agencies and functions, one can see that any over-all organizational plan for adult basic education must be designed to provide for both vertical and horizontal lines of communication and coordination. In this regard certain agencies, such as the professional associations, public libraries, public schools, and community colleges are strategically located to serve a clearinghouse function which will help insure the rapid dissemination of useful information and the avoidance of unnecessary duplication of effort. (102) (105) (109) (151).

Now that we have outlined the magnitude of "operation leadership" for adult basic education, the next question is where do the leaders come from? There are many, literally tens of thousands, of well trained and highly competent adult educators in the country. Many of these persons could readily orient themselves to the field of adult basic education--many have already made this transition and undoubtedly many more will follow. However, it would be pure folly if we attempt to satisfy a substantial part of our leadership needs by recruiting out of other areas of adult education (or pre-adult education). One of the greatest dangers inherent in the contemporary "crash project" nature of adult basic education is that we may delude ourselves into acceptance of the idea that this is the "one and only" of adult education. To do so at the expense of providing more and better opportunities for the continuing education of the vast majority of our more highly educated citizenry would defeat the basic purpose of the adult basic education program. (152).

Having said what should not be done, let me contradict myself by suggesting it is imperative that a strong corps of adult education leaders

be immediately recruited into the field of adult basic education to extend the work of those who are already within it. (90) (91).

Flexibility is perhaps the most noticeable characteristic of the adult education movement in the USA (30) and most of our existing programs are strong enough to withstand the strain of some drain on their personnel. Such a strategy will provide the basis for later attracting new leadership to the field and time for preparing the "new leadership" for their special roles in adult basic education.

An immediate need in regard to leadership is that of identifying "new faces" at the local level. The following sources represent a vast reserve of potential leaders from which recruitments could be made.

Business and Professional Personnel

Clergy and Religious Leaders

College Alumni

College and University Faculty

College Students

Four-H, Scout and Youth Leaders

Fraternal Organizations

Librarians

Mature Women

New Literates

Other Lay Leaders of many kinds (PTA, League of Women Voters, Red Cross, etc.)

Public School Personnel

Retirees

Two Year Associate-in-Arts Degree Graduates

Service Clubs

Union Leaders

Vista Workers

Although the above listing is by no means complete, it does suggest that a vast reservoir of potential leadership exists for local adult basic education programs.

While there is good evidence to believe that extensive formal schooling should not hold highest priority as a selection criterion for teachers of adults, it should be noted that most present volunteer leaders for adult basic education are persons who have completed more than a high school level of education. (69) (80) (117). Consequently, new recruiting methods and new ways of providing basic orientations may be necessary as we attempt to involve other segments of society. In any case, it is known that persons with broad experiential backgrounds can be helped to become competent adult teachers through intensive methods of teacher training. (117).

Leadership Training

A relatively large body of knowledge has been developed in relation to the training needs of adult education leaders and lay workers, and the goals of in-service education and graduate study in adult education have been treated in considerable detail. (17) (50) (55) (65) (97) (101) (106) (110) (112) (120) (121) (135) (138) (139) (141) (142) (143) (160).

From this body of knowledge one can deduce the following principles which should serve as a basis for developing training programs at any operational level.

1. Programs should be designed so that participants come to perceive and understand the connections that exist between one area or level of education and the next. In other words, groups should be formed on the basis of heterogeneity so that a variety of agencies are represented; content should be selected to show the relationships between basic education, vocational education, and liberal education; and methodologies should be employed that can later be used in assisting the adult learner understand and apply the principle himself. (25) (115) (139).

2. Orientation is the most important phase of pre-service training, and a substantial proportion of the program time should be allocated to general orientation concepts. (92).

3. Most experienced teachers of pre-adults need a period of re-orientation in order to effectively operate in a voluntary adult learning situation. (80) (145).

4. A variety of formats, methods, and techniques should be used in designing a systematic, long range in-service training program. (1) (3) (27) (29) (138).

5. Those who are to participate in the training programs should play a key role in developing the objectives of the programs. (106) (161).

6. Training objectives should be clearly defined so that they can be used as guides in the selection of subject matter, methods, and materials and as a basis for evaluation. (50)

7. Feedback should be provided through continuous evaluation techniques including control groups, pre-tests and follow-up appraisals. (39) (50).

Formats for Leadership Training

The following discussion is based on the proposition that the major and immediate goal of leadership training in adult basic education is to adequately prepare, in as short a time as possible, a relatively large number of persons for work in the field. (139). The central task is that of providing a useful orientation that will enable new personnel to begin their duties in an effective way, and to establish a long range plan for continuous and systematic professional development activities. More specifically, the early stages of leadership training should set the stage for a program of in-service training that

1. Undertake and direct the basic process of education from the refinement of objectives to the final evaluation and follow through.

2. Understand and effectively relate to the basic needs, interests, and wants of his particular learners or clientele.

3. Effectively integrate his program of adult basic education with other forms of adult education in the community.

4. Understand and follow procedures for keeping himself up to date as new developments occur in the field.

Combinations of the following methods and formats are suggested as being useful for pre-service and orientation-type programs.

1. Week-end Community Seminars. Week-end seminars can be held in local communities, to provide a basic orientation to the nature, purpose and scope of adult basic education. Such seminars require little if any interruption of other responsibilities, provide an opportunity for personnel from the various agencies to become better acquainted and develop a common purpose and philosophy in relation to adult basic education, and they make maximum use of community resources. They can also be combined with field trips to "poverty areas" and can serve the dual-purpose of recruiting new leaders to the field. Leadership for community seminars can be provided by state and local departments of education, health and welfare agencies, faculty members of community colleges, professional personnel attached to MDTA programs and Job Corps training centers, personnel of the Cooperative Extension Service and public libraries, university extension personnel, college and university faculty members, and a variety of outside consultants who have special contributions to make.

Following the recruitment process and the initial employment of new leaders, the concepts of the week-end seminar can be extended to three and four day orientation programs which can be held through the

2. Evening Community Seminars. Evening sessions provide an additional opportunity to orient potential and newly recruited personnel. While evening sessions are usually not as intensive in nature and consume more time in "getting started," they can be quite effective in developing a strong local corps of adult basic education leaders. Such sessions can be scheduled on a weekly, bi-weekly, or monthly basis. They are even more desirable as mechanisms for continued in-service education, following initial orientation and employment.

3. Residential Conferences, Workshops, and Institutes. The development of longer term residential programs is especially desirable for full time professional personnel--especially those persons who have specialized responsibilities in relation to local in-service and pre-service training, recruitment and community surveys, testing, evaluation and counseling, program planning, materials development, and supervision.

If possible, residential workshops and institutes should be held on university campuses where a variety of needed resources are available to the participants. Programs extending from two to three weeks provide an opportunity for intensive examination of major concerns, problems and issues; afford an opportunity to practice and develop newly acquired skills; and allow time for individuals and problem-solving teams to develop program plans and materials for use in the local communities. Another advantage of the "on-campus" program is that it may be possible for some of the participants to acquire college credit for their activities should they desire to do so.

It should also be noted that the longer term residential experience provides an economical basis for organizing and conducting statewide, regional, and national programs in which a variety of agencies and their personnel can learn to cooperate and coordinate their respective

National and regional programs can be highly effective and efficient in preparing state-level personnel to develop and administer state-wide programs in which the participants are responsible for developing and operating programs at the local level. In this model, each level of operation serves as a catalyst to the level below until the entire educational reaction has run its course. Longer programs of the type described here are also more apt to produce useful materials, handbooks and the like, than are local programs of shorter duration, and thus provide still another thrust toward wider coverage of the nation's leadership. (30) (65) (97).

4. The Inclusion of Training for Adult Basic Education in the On-Going Leadership Training Programs in Other Areas. Colleges and universities have numerous schools and departments which are centrally concerned with the pre-service and in-service education of professional workers who are, or who are apt to be, closely aligned with adult basic education programs. (Examples include the areas of elementary and secondary education, social work, public health, nursing, library science, vocational education, etc.) The inclusion of important concepts in regard to the organization and operation of programs for under-educated adults in the curriculum of such schools and departments would soon eliminate the necessity of providing close to complete training (or in some instances re-training) of professionals who enter adult basic education from other areas. The same that has been said for the curriculum of undergraduate and graduate programs could also be said in relation to the text books and materials used in them and in relation to the content of hundreds of non-credit educational programs which professional schools conduct on behalf of their clientele.

By the same token, avenues should be explored with the educational directors of professional associations and governmental agencies and with the training directors in business and industry who could incorporate sessions on adult basic education into their on-going leadership training activities. In a similar vein, voluntary organizations, such as service clubs, organizations of youth leaders, church groups, older youth groups and YMCA's, may find new goals in the opportunities which exist for them to contribute to the preparation of a leadership corps for adult basic education. In fact there may be much to be gained in terms of innovation if the leadership of "non-school" organizations is encouraged to turn its attention to the need for leadership development in the area of concern in this paper. (55) (69) (80) (90) (91) (101) (135).

5. Internships, Apprenticeships and Tutorials. One of the oldest, yet most effective methods for learning a new job, new skill, or new role is to be assigned to work alongside one who has already acquired a high level of competence in the job. This approach to learning is, of course, most effective when the "master" is not only highly competent, but is able to teach the fundamentals of his skill as well! Field work programs and internships to provide opportunities for younger persons with little professional experience to relate theory to practice and to test out principles are offered by a number of colleges and universities which offer either Master's or Doctor's degrees in adult education. The concept of the internship has long been established in the field of medicine and more recently has been implemented in the fields of pre-adult education, hospital administration, student personnel services in institutions of higher education, and in the Cooperative Extension Service. The apprenticeship has a long and respected tradition in the arts and

It seems logical that one of the most effective and efficient methods for leadership training in adult basic education is to provide an opportunity for newcomers to be assigned to more experienced personnel until they have mastered the fundamental knowledge and skill and acquired the basic confidence needed to do a quality job on their own. At the local level these interns or apprentices could make substantial contributions as auxiliary teachers, assistant counselors, recruiting aids and the like. More importantly, if the learners and teachers for such a program are carefully selected and matched and if the program is carefully supervised to provide for the acquisition of increasing levels of competence and responsibility, this approach would be highly efficient and effective in broadening the leadership base for the entire field of adult basic education. (1) (20) (46) (106) (138) (143).

6. The Organization and Operation of Community Councils for Adult Education. The history of Adult Education Community Councils is not a brilliant one. Yet in certain communities the varied facets of the "professional" field of adult education have united to achieve phenomenal results in program planning, coordination of activities, joint sponsorship of activities, community development, and in-service training. Hopefully, the future of Adult Education Community Councils is brighter than the past has been dim. It could well be that the new public awareness of the essentiality of continuing education, the continued professional development of the field and the imperative status now given to adult basic education will serve as a rallying call that the "time has arrived" for adult educators to unite.

With the encouragement of the national professional associations, such as AEA, NAPSAE, ALA, ASTD, etc., and their state chapters along with positive assistance on the part of the major agencies of adult education,

almost any community (or county) should be able to organize an association or council for the coordination of adult education.

Such a community organization of adult educators when aligned with one or more State or National Associations provides an unparalleled organization for professional development. New personnel (new to adult education or new to the community) could readily identify with the community organization and in a limited time acquire a keen insight into their unique role in adult education as well as an understanding of the broader dimensions of the field within the community framework. In addition, Community Adult Education Councils could do much to help integrate adult basic education with other adult education forms. (55) (69) (70) (88) (101) (102) (103) (142).

7. Programs for Self-Study and Voluntary Study Groups. A large number of procedures, techniques and devices are available which can be combined to form the basis for a program of systematic and continuing professional development for individuals who prefer or are required to study alone and for study groups organized for the purpose of the professional development of their members. Many universities, publishing companies, and state and federal governmental agencies can develop, select, and provide a variety of materials which will substantially contribute to the acquisition of knowledge about the field of adult education through independent study. Examples of such materials include coordinated courses or "packaged programs" of many kinds, correspondence courses, newsletters, professional journals, programmed materials, motion pictures, kinnescopes and audio tapes, published conference proceedings, research reports and bulletins, books and other visual and audio materials designed to disseminate information. The development of professional libraries relating to adult education on the part of the public library and other

agencies such as the public adult school or adult education council would be a significant contribution to the development of leaders for adult education in general and adult basic education in particular.

It is hoped that certain agencies such as the U. S. Office of Education, State Departments of Education, University Extension Divisions, and the Professional Associations for Adult Educators will expand their efforts in developing and distributing quality package programs of the sort envisioned here. Such programs should be variable and adaptable so that each consumer can fit the most relevant portions of the program to his particular goals, interests and needs.

The development of reservoirs of materials as herein described would be an invaluable resource to use within the context of other methods of leadership training, and they would be useful as connecting links between residential conferences, community seminars and other organized educational activities. (1) (15) (25) (49) (65) (113) (115) (122) (131) (134).

8. The Development of Multi-Format Programs. As explained in the previous section, the combining of methods and techniques affords a means for building continuity into the overall design for in-service education and leadership training. Pre-conference reading materials and post-conference assignments which are carried out within the context of local organizations serve to illustrate the concept. Follow-up visits by supervisors or consultants at varying intervals after the conclusion of a residential workshop will enhance the application of acquired knowledge, provide a basis for continuous evaluation, and help develop interest and motivation for continued participation in professional development programs.

Having sketched, perhaps superficially, the role of leadership

in adult basic education, identified several sources from which leaders might best be recruited, and discussed some approaches to leadership training, I shall next attempt to provide a foundation for the development and operation of adult basic education programs.

Depending upon one's point of view, the following section can be thought of as an examination of key concepts and principles which are relevant to organizing and conducting educational programs; or it can be viewed as a discussion of what should be the content for leadership training in adult basic education.

The Development and Execution of Educational Programs:

Skill and competence in program planning (broad range curriculum development) and in directing the educational process justify the existence of the adult educator. His professional role and responsibility is one of program development and organization on the one hand and program implementation on the other. Unless the adult educator can effectively carry forth these two interrelated functions (or components of them) better than could his clientele by themselves, he has no valid reason for being. The adult educator does not (or should not) perform his role in a vacuum - especially in adult basic education. He collaborates and shares his knowledge and leadership with other educators and with his clientele in nearly every stage of the planning and operational process. In so doing, he continuously strives to achieve the broad goal of leadership development on the part of those with whom he works.

The program planning function and the program implementation function apply to all levels of the "pyramid of leadership." The teacher of adults, if he is a good one, spends as much, if not more,

time in program planning than in conducting or directing programs.

The teacher is involved in planning as he develops the knowledge and understanding needed to relate the abilities, aptitudes, past experiences, expectations, anxieties, personalities, felt and un-felt needs, interests and personal goals of his learners to the institutional goals and program objectives of his agency. (2) (35) (40) (53). On the basis of what he knows about his learners, he plans in order to relate and adapt subject matter and materials to their needs and abilities. (24) (38) (54) (107). He plans with them in devising evaluation procedures that will provide meaningful feedback and objective measures of progress toward goals. (33) (42) (154). He plans when he devises ways to insure that newly acquired skills and understanding will be applied by his learners in their "out-of-school" activities. (44) (96) (118). And as a counselor he helps his learners develop their own plans to continue their education upon the conclusion of his particular program. (26) (73) (157) (158).

In effect, planning and teaching are like two sides of the same coin in adult education. We plan in order to teach and we teach in order to plan some more!

In carrying out this planning-teaching-planning-experience and to achieve his objectives, the adult educator is continuously concerned with the selection and application of content, methods, and materials which are best suited to the psychological and sociological characteristics of his learners. (58) (123) (126) (137).

On the basis of the foregoing discussion, the content for leadership training for adult basic education centers about the various stages of the program planning process and the operational stages of the teaching-learning process (the latter are in effect integral parts of

the overall-planning and organizational process). Briefly stated, these stages are: determining objectives and specifying them to suit the characteristics of a particular group or audience; the training of leaders (student leaders, teaching assistants, recruits, etc.); promoting the program; the selection and use of methods, techniques, materials, and content; the development and implementation of plans for guidance and counseling; and continuous evaluation of accomplishments. (30).

Leadership training programs for the personnel of adult basic education should focus on certain aspects of one or more of the stages outlined above. Naturally, the emphasis will vary according to the specific functions and level of responsibility of the persons involved in any particular program. The following model illustrates the application of content from the field of adult education and related areas to a leader training program at the local level.

A Training Program for Teachers of Adult Basic Education

Purpose

To help new teachers who have completed the first stage of their orientation program acquire a deeper understanding of the psychological and sociological characteristics of their learners and insight into the use of such knowledge in program development. (Note: the sociological and psychological bases of adult learning have been selected for illustrative purposes. The focus could as well have been on adaptation of materials use of method, evaluation, establishing rapport, counseling, recruiting, evaluation, etc..)

Format or Method

A two day training institute preceeded by independent reading. (Note: To provide background information a specially prepared "packaged

program" containing abstracts of and extracts from the following materials will be furnished to the participants 10 days in advance of the institute).

The Other America (23); Psychological Backgrounds of Adult Education (35); No Room at the Bottom (37); Literacy Instructors Handbook (51); "Poverty and Adult Education" (81); "War on Poverty" (102); and "Working with Disadvantaged Adults" (137)

Specific Objectives; For the Teacher of Adults To:	Techniques
1. Understand the cultural milieu and social participation patterns of lower social status families in _____ community and apply such knowledge to the promotion of the adult basic education program.	AM: Lecture by Cultural Anthropologist; Panel discussion by a sociologist, local social worker, and experienced adult teacher; group discussion of implications of the content of the lecture and panel for recruitment.
2. Acquire an understanding of the developmental tasks, reality problems, and interests of their learners and the ability to use such knowledge in stimulating motivation to participate in the adult basic education program.	PM: Field trip to community _____; visit Settlement House, and talk to local clergymen. Eve: Study groups formed to determine how to secure "in-community" cooperation and acceptance of the program.
3. Understand the concept of immediate and delayed goal gratification and to develop skill in helping learners develop goal setting behavior.	AM: Lecture-discussion by psychologist interview with adult student, buzz groups, general discussion.
4. Acquire an understanding of the effects of cultural deprivation on cognitive development and on appreciation for the skill and patience required on the part of the teacher in overcoming the influence of certain past experiences.	PM: Psycho-drama by experienced adult teachers to portray interfering factors in the classroom followed by discussion of adequacy of practices. Role playing by participants.

Last evening session will be devoted to a discussion of what was learning and an attempt to identify useful principles which can be applied in the classroom.

The foregoing example illustrates the kind of contest that should be

immediately relevant to the new teacher in adult basic education, and it shows how local training programs can be organized to make maximum use of local resources. Of course a more detailed program plan would describe procedures for evaluation and the follow-through application of knowledge as well as the use of facilities and equipment, etc.

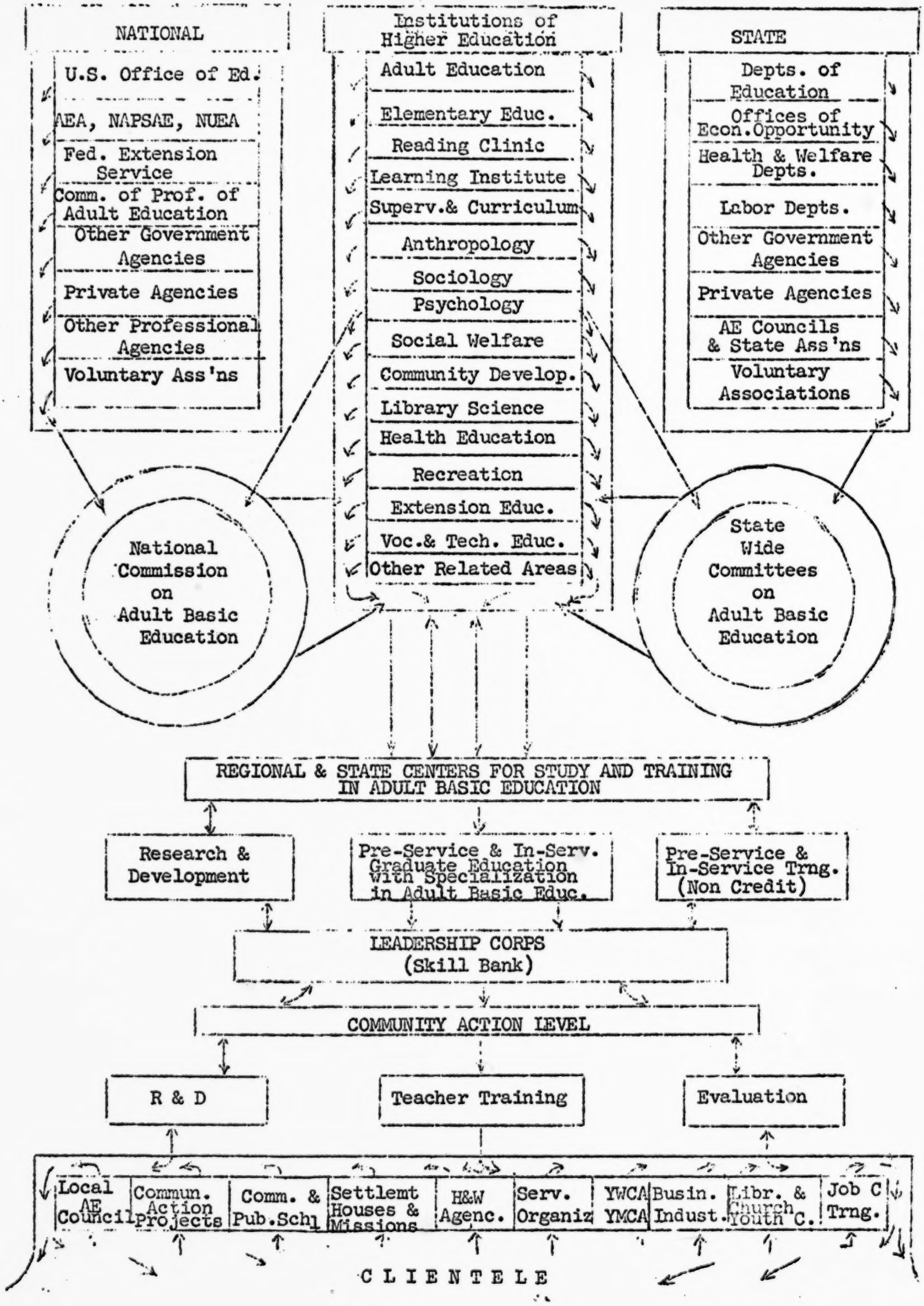
In this section of the paper I have tried to outline the basic steps which should be followed in developing and carrying out adult basic education programs. The role of the adult teacher has been described as one of "setting the stage" for the learning experience and providing guidance and direction necessary to relate program objectives to the individual characteristics of the adult learners.

The ultimate goal of adult basic education is not that of teaching people to read and to write. If it were, our task would be relatively simple. The disability of the illiterate adult is not the mere fact of his illiteracy, it is one of cultural disability. (51) (64) (68). Consequently, in helping our clientele acquire the basic skills of learning (reading, writing, and arithmetic) we must continuously concern ourselves with helping them develop the higher cognitive skills of reasoning and critical thinking while at the same time making every attempt to achieve development and change in the areas of perception, personality, attitudes, and values. This is the task that lies before the leadership of adult basic education.

The following Organizational Schema is provided as a basis for further thought on the part of adult educators as to how they might most effectively organize and mobilize their human and technical resources to achieve such a monumental assignment.

In developing the schema the primary concern was to provide a system in which certain relationships between policy formation, leadership training, research, and program implementation could be effectively controlled.

AN ORGANIZATIONAL SCHEMA FOR PROGRAM DEVELOPMENT AND LEADERSHIP TRAINING IN ADULT BASIC EDUCATION



The provisions for a National Commission, State-wide Committees and Community Councils (Leadership Corps) serve as focal points through which: (1) action agencies can draw upon needed resources of the disciplines in the social and behavioral sciences; (2) communication, cooperation, and coordination can be effected among and between agencies and throughout the various "levels" of the field; and (3) communities can have direct access to state and national leadership and vice versa.

SOME WORDS OF CAUTION

As one examines the dynamics of adult basic education certain danger signals can be seen flashing on the horizon. These signals relate to certain concepts, practices and beliefs which are obstacles to the success of the program. When recognized as such the adult educator can consciously avoid these "pit falls" and move forward with more confidence in the performance of his important tasks.

The major problems referred to here are related to the use of methods or materials, the teacher's perception of his learners, the teacher's perception of himself, the dissimination of misinformation and the acceptance of unsound practices, and the use of tests.

The Use of Method:

In relation to the selection of materials or the use of a particular method it should be pointed out that we have not discovered a panacea for teaching reading to adults. One does not get this impression from the fantastic claims being made for this system or that in today's mail. (11) (14) (34) (72) (149).

The sight-word, phonic, linguistic, "new alphabet," and "color" methods all have strong points, they all have weaknesses. The important consideration is that what works best for one individual or in one particular

group may not work best in the case of another individual or group. Some methods work best when used in combination with others. Different teachers find that a particular system, method or combination of methods seems to fit best with their individual style and approach to teaching. If we keep in mind that differences in teachers, differences in learners, and differences in groups are important factors in the selection and use of methods, then it becomes important taht we avoid the "pitfall" of being locked-in with a system or method that does not lend itself to the adaptation and flexibility required to design meaningful learning experiences for adults.

The Teacher's Perception of His Learners:

The increase in activity in regard to leadership training, research, and professional writing in adult basic education accompanied by rather widespread dissemination of information through the mass media contributes to the tendency to view our program, our clientele, proverty, and illiteracy in stereotyped terms. Helpful as they may be, generalizations are seldom useful per se when dealing with the individual and unique characteristics of our clients. Each teacher is responsible for discovering the heterogeneity that exists among his learners and designing a program that will provide for individual diversification in interests, needs and abilities. In so doing he must also discover the common grounds that will move his students toward group goals and the teaching objectives of the program. It would be disasterous if the teacher began to think of all illiterates as being slow learners, lacking in need for achievement, and incapable of raising their levels of aspiration, etc. (34) (40).

The Teacher's Perception of Himself:

The teacher's perception of his own role in the learning group will have a profound influence on what he does, on what he can and cannot do, and on his success and failure. Since people are much a product of their environment and since environmental factors are of paramount importance in the realm of perception, values, and attitudes (which are important determinants in motivation), he will find that many accomplishments in the class-room are of short duration as environmental influences pull the learner back to the old ways of doing, perceiving, thinking and believing. The highly ambitious teacher is apt to experience frustration and a sense of failure when, at times, his learners seem to lose the little gains he has helped them make. This is the time when understanding and the virtues of patience and tolerance come to the fore! On the other hand, there are many things that the teacher can do to help his learners change their own out of school environment. He can help them change their way of perceiving themselves and the world in which they live which in turn may influence the learners to change their "out-of-school" activities, behaviors, and environment. (5) (6) (34) (140) (147).

Some teachers (those with an extra amount of missionary zeal) will attempt to assume the responsibility for meeting the full-range of social, psychological, personal, vocational, and intellectual needs of their clientele. If they are even partially successful in such an attempt to be all things to their learners, they run the grave risk of adding to the very dependency characteristics that they are dedicated to help overcome. In a very real sense, too much help can be less than helpful. The effective teacher will refer his learners to the appropriate agencies when their needs can best be served by outside help in areas beyond the range of his role

or competence. An important thing for the teacher to remember is the ultimate goal of helping his learners develop the skills and abilities needed to assume self-responsibility.

The Dissemination of Misinformation:

Hire an expert or call in a consultant! This is good advice, especially when one is dealing with phenomena as complex as the poverty cycle, human motivation, and adult learning. There are many specialized bodies of knowledge and many knowledgeable people that can be of invaluable assistance as we attempt to improve our efforts in adult basic education. We need to identify more people for consulting services and we could use more teacher trainers, more materials developing specialists, more researchers, and more evaluation specialists than we now have in adult education.

Unfortunately, many who loudly proclaim their expertise are not knowledgeable about the field of adult education in general nor the area of adult basic education in particular. To put our reliance in "experts" from other fields, who may assume that because it works with kids, or prisoners, or soldiers, or what-have-you, is unsound unless we first thoroughly satisfy ourselves that the "expert" has the understanding, knowledge and competence that we are looking for. (103).

The Use of Testing Devices:

The field of testing and measurement in adult education is relatively new. The professional area of adult educational counseling is newer still. Many instruments which are of value in determining the abilities and aptitudes of adults have recently been reported in the literature. (77) (131) (134). Many good instruments are still hidden from the field and await our discovery, and undoubtedly, the best instruments for use in adult basic education are yet to be developed and validated. In the meantime we should

In any level of education, tests and measurements have substantial limitations of which the teacher or counselor should be aware. He should understand that test results are useful diagnostic tools to add to his source of information - to use such results effectively he must be keenly aware of what a test can do and what it cannot do. He also needs to appreciate the underlying statistical theory upon which the instruments are developed and be prepared to say that this person is the exception that proves the rule - the 1 in 100 or 1 in 10,000!

If the concept of I.Q. breaks down with age, it has even less validity when applied to non-verbal adults, unless of course one uses a good, reliable, and valid adult non-verbal I.Q. test! (155)

Individual differences and variability among human beings preclude the possibility of automated counseling and guidance given our present stage of development in testing and evaluation. Consequently, each teacher and counselor will find it necessary to learn clinical approaches in developing as accurate a picture as possible about the potentialities and capabilities of his subjects.

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